

## Message Text

LIMITED OFFICIAL USE

PAGE 01 STATE 200378  
ORIGIN EB-08

INFO OCT-01 EA-10 ISO-00 CAB-02 CIAE-00 COME-00  
DODE-00 DOTE-00 INR-10 NSAE-00 FAA-00 L-03 SS-15  
NSC-05 CA-01 /055 R

DRAFTED BY EB/OA:TJROESCH/MHSTYLES:VLV  
APPROVED BY EB/OA:MHSTYLES  
EA/J - MMEYERS  
EB/AN - RABROWN

-----005669 090718Z /21

R 082151Z AUG 78  
FM SECSTATE WASHDC  
TO AMEMBASSY TOKYO

LIMITED OFFICIAL USE STATE 200378

E.O. 11652: N/A

TAGS: EAIR, JA

SUBJECT: CIVAIR - KITAMURA VISIT TO ASST SECY KATZ

REF: STATE 189430

1. ON AUGUST 3 KITAMURA, JAPANESE MOFA, CALLED ON ASST  
SECY KATZ PER REFTEL FOR INFORMAL, "NON-NEGOTIATING"  
DISCUSSION OF US-JAPAN CIVAIR RELATIONS. KITAMURA OPENED  
BY NOTING GOJ'S DISAPPOINTMENT WITH US POSITION IN MARCH  
TALKS. JAPANESE HAD THOUGHT RESOLUTION OF "IMMEDIATE  
ISSUES" WOULD LEAD TO SYMPATHETIC US CONSIDERATION OF  
JAPANESE ROUTE DEMANDS IN REVISION TALKS BUT, INSTEAD, US  
MADE IMPOSSIBLE DEMANDS FOR LARGE NUMBER OF CHARTER FLIGHTS  
AND SLOTS. REGARDING FARES AND CHARTER RULES, US MARCH  
POSITION WAS TOO BIG OF A JUMP FOR JAPANESE. BECAUSE OF  
AIRPORT RESTRAINTS JAPAN CANNOT SATISFY US DEMANDS ON  
LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 02 STATE 200378

QUID PRO QUO BASIS; IT IS THEREFORE NECESSARY FOR U.S. TO  
CONSIDER POLITICALLY JAPANESE PERCEPTION OF INEQUALITY OF  
AIR TRANSPORT AGREEMENT. HE SAID BECAUSE OF THIS INEQUAL-  
ITY, ARGUMENT FOR ABROGATION IS GROWING IN JAPAN AND MOFA  
FINDS IT DIFFICULT TO OPPOSE THIS GROWING SENTIMENT. HE  
FEARED THAT IN ORDER TO KEEP INEQUALITY FROM GROWING JAPAN  
WILL REFUSE THE US AIRLINE CAPACITY INCREASES. THIS WOULD

LEAD TO US RETALIATION AND JAPANESE COUNTERRETALIATION AND

COULD RESULT IN EMOTIONAL ABROGATION OF AGREEMENT. TO AVOID THIS, HE REVIVED IDEA OF THREE-YEAR INTERIM AGREEMENT, NOTING THREE YEARS NECESSARY TO BUILD FUEL PIPELINE TO NARITA. HE BELIEVED MOFA COULD SUPPORT US INTEREST IN LOW FARES AND CHARTERS WITHIN GOJ ONCE JAPAN IS "UNFETTERED" BY INEQUALITY OF AGREEMENT. SPECIFICALLY, HE ASKED THAT US LOWER ITS THRESHHOLD DEMANDS ON NUMBER OF CHARTERS AND AIRPORT SLOTS TO REASONABLE LEVELS.

2. KATZ RESPONDED THAT IT IS USG POLICY FAVORING COMPETITION THAT ALLOWS USG NOW TO CONSIDER GRANTING JAPAN ADDITIONAL ROUTE RIGHTS WHICH SHOULD ELIMINATE JAPAN'S PERCEPTION OF INEQUALITY. UNDER PREVIOUS USG POLICIES, ADDITIONAL ROUTE RIGHTS FOR JAPANESE WERE NOT EVEN CONSIDERED. ALL WE ASK IS THAT THESE RIGHTS BE GRANTED IN AN EXPANSIONARY CONTEXT, WHICH REQUIRES AGREEMENT ON CHARTERS, LOW FARES, AIRPORT SLOTS, ETC. GIVEN CAPACITY LIMITATIONS AT JAPANESE AIRPORTS, AIRLINES SHOULD BE ALLOWED TO UTILIZE THE LIMITED AIRPORT RESOURCES TO FULLEST DEGREE THROUGH LOW FARES, LARGE CAPACITY AIRCRAFT, AND PLANELOAD CHARTERS. KATZ THOUGHT US HAD ALREADY BEEN "POLITICALLY" RESPONSIVE BY OFFERING ROUTES WITHOUT SEEKING STRICTLY EQUIVALENT QUID PRO QUO. WHILE US COULD NOT ACCEPT THAT AGREEMENT WAS INEQUITABLE, IT COULD BE CALLED "OUT OF LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 03 STATE 200378

DATE" SINCE IT LACKED CHARTERS AND LOW FARE LANGUAGE. KATZ SUGGESTED JAPAN COULD BE "POLITICALLY" RESPONSIVE BY ACCEPTING US INTEREST IN ENHANCED COMPETITION. KATZ SAID HE PERSONALLY WAS OPPOSED TO ANOTHER ROUND OF NEGOTIATIONS UNLESS THERE WAS PROSPECT OF SUCCESS. HE WAS PREPARED TO TAKE CONSEQUENCES OF NO TALKS BECAUSE RESULTS OF UNSUCCESSFUL TALKS COULD BE MORE SERIOUS.

3. KITAMURA DID NOT DISAGREE THAT FURTHER UNSUCCESSFUL NEGOTIATIONS WOULD BE COUNTERPRODUCTIVE, BUT PRESSED THAT IT WAS UP TO U.S. TO ACCEPT POLITICAL NECESSITY OF CORRECTING INEQUITY. AFTER FURTHER DISCUSSION ON MODALITIES IT WAS AGREED THAT BOTH SIDES WOULD BE IN TOUCH THROUGH DIPLOMATIC CHANNELS IN EARLY SEPTEMBER TO ADVANCE ANY NEW PROPOSALS OR IDEAS EITHER SIDE MIGHT HAVE. KITAMURA ALSO SUGGESTED THAT THERE BE A PRENEGOTIATION MEETING AT SOME POINT TO EXPLORE POSSIBILITIES FOR AGREEMENT FURTHER. HE SAID TOMITA OF JCAB WOULD PARTICIPATE IN SUCH MEETING. KATZ REPLIED THAT THIS WAS GOOD IDEA IN PRINCIPLE.

4. QUESTION OF NORTHWEST'S FIFTH FREEDOM OPERATIONS CAME

UP, WITH KITAMURA EMPHASIZING THAT GOJ FELT STRONGLY THAT  
STEPS MUST BE TAKEN TO LIMIT AIRLINE. KATZ EMPHASIZED  
THAT US DID NOT CONSIDER THAT NORTHWEST'S OVERNIGHTS WERE

VIOLATION OF BILATERAL AGREEMENT AND THAT IF GOJ TOOK  
UNILATERAL ACTION BY OCTOBER (AS THREATENED), THE CONFRON-  
TATION COULD COME EARLIER THAN EXPECTED. (SEPTTEL THIS  
SUBJECT WILL FOLLOW.) CHRISTOPHER

LIMITED OFFICIAL USE

NNN

## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 jan 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** VISITS, NEGOTIATIONS, AVIATION AGREEMENTS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 08 aug 1978  
**Decaption Date:** 01 jan 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 20 Mar 2014  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1978STATE200378  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** TJROESCH/MHSTYLES:VLV  
**Enclosure:** n/a  
**Executive Order:** N/A  
**Errors:** N/A  
**Expiration:**  
**Film Number:** D780325-0627  
**Format:** TEL  
**From:** STATE  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1978/newtext/t19780886/aaaactzb.tel  
**Line Count:** 124  
**Litigation Code IDs:**  
**Litigation Codes:**  
**Litigation History:**  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Message ID:** 14026e66-c288-dd11-92da-001cc4696bcc  
**Office:** ORIGIN EB  
**Original Classification:** LIMITED OFFICIAL USE  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 3  
**Previous Channel Indicators:** n/a  
**Previous Classification:** LIMITED OFFICIAL USE  
**Previous Handling Restrictions:** n/a  
**Reference:** 78 STATE 189430  
**Retention:** 0  
**Review Action:** RELEASED, APPROVED  
**Review Content Flags:**  
**Review Date:** 05 may 2005  
**Review Event:**  
**Review Exemptions:** n/a  
**Review Media Identifier:**  
**Review Release Date:** N/A  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**SAS ID:** 1800785  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** CIVAIR - KITAMURA VISIT TO ASST SECY KATZ  
**TAGS:** EAIR, JA, US, (KITAMURA)  
**To:** TOKYO  
**Type:** TE  
**vdkgvwkey:** odb://SAS/SAS.dbo.SAS\_Docs/14026e66-c288-dd11-92da-001cc4696bcc  
**Review Markings:**  
Sheryl P. Walter  
Declassified/Released  
US Department of State  
EO Systematic Review  
20 Mar 2014  
**Markings:** Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014